



H.R. 2857 – Generations Invigorating Volunteerism and Education Act

EXECUTIVE SUMMARY

H.R. 2857 was introduced by Representative Carolyn McCarthy (D-CA) and reported out of the Committee of Education and Labor by a vote of 44 to 0 on June 27, 2007. It is expected to be considered on the floor under a structured rule on Thursday, March 6, 2008.

The Corporation for National and Community Service administers volunteer and community service programs that are funded under the National Community Service Act of 1990 and the Domestic Volunteer Service Act of 1973, which include AmeriCorps, the National Senior Service Corps, and School- and Community- Based Service Learning (Learn and Serve America).

H.R. 2857 reauthorizes the Corporation for National and Community Service. Committee Republicans are supportive of the legislation, but expressed concerns about a provision that would increase the cap on administrative costs from 5 percent to 6 percent. Senior Republican Buck McKeon (R-CA) offered an amendment during the mark-up that would have lowered the percentage to 3 percent, but his amendment was rejected along party lines.

The Congressional Budget Office estimates that the authorizations in this bill would total \$6.2 billion over 5 years.

According to the Statement of Administration Policy for H.R. 2857, "the Administration supports House passage of H.R. 2857, which would reauthorize the national service programs administered by the Corporation for National and Community Service."

FLOOR SITUATION

H.R. 2857 is being considered on the floor under a structured rule. The Rule:

- Provides one hour of general debate equally divided and controlled by the Chairman and Ranking Minority Member of the Committee on Education and Labor.
- Waives all points of order against consideration of the bill except for clauses 9 and 10 of rule XXI.
- Provides that the amendment in the nature of a substitute recommended by the Committee on Education and Labor, now printed in the bill, shall be considered as an original bill for the purpose of amendment and shall be considered as read.
- Waives all points of order against the amendment in the nature of a substitute except for clause 10 of rule XXI. This waiver does not affect the point of order available under clause 9 of rule XXI (regarding earmark disclosure).
- No amendments shall be in order except those amendments printed in the Rules Committee report accompanying the resolution.
- Provides that the amendments made in order may be offered only in the order printed in the report, may be offered only by a Member designated in the report, shall be considered as read,



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1420 LONGWORTH HOB, WASHINGTON, DC 20515

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shall be debatable for the time specified in the report equally divided and controlled by the proponent and an opponent, shall not be subject to amendment, and shall not be subject to a demand for division of the question in the House or in the Committee of the Whole.

- Waives all points of order against the amendments printed in the report except for clauses 9 and 10 of rule XXI.
- Provides one motion to recommit with or without instructions.

This legislation was introduced by Representative Carolyn McCarthy (D-NY) on June 26, 2007. The bill was ordered reported, as amended, by the Committee on Education and Labor by a vote of 44 to 0 on June 27, 2007.

H.R. 2857 is expected to be considered on the House floor on March 6, 2008.

BACKGROUND

The Corporation for National and Community Service administers volunteer and community service programs that are funded under the National Community Service Act of 1990 and the Domestic Volunteer Service Act of 1973. These programs were last amended by the National and Community Service Trust Act of 1993.

The National Community Service Act of 1990 authorizes a number of community service programs including, School- and Community- Based Service Learning (Learn and Serve America), AmeriCorps, and the National Civilian Community Corps.

The Domestic Volunteer Service Act of 1973 authorizes the Volunteers in Service to America (VISTA) program and the National Senior Volunteer Corps, which includes the Foster Grandparents Program, the Senior Companion Program, and the Retired and Senior Volunteer Program (RSVP).

According to the Corporation's website, "the Corporation provides opportunities for nearly 2 million Americans of all ages and backgrounds to serve their communities each year through the Senior Corps, AmeriCorps, VISTA, NCCC, and Learn and Serve America programs, and it supports millions more through a variety of other initiatives."

SUMMARY

H.R. 2857 reauthorizes the Corporation for National and Community Service.

Title I – Amendments to National and Community Service Act of 1990

Subtitle A

H.R. 2857 requires the expansion of service learning programs by offering year-round opportunities for children and youth and providing service opportunities for retirees. In addition, it requires the Director of the Corporation for National and Community Service to encourage members of the Baby Boom generation to volunteer.

It also includes a Sense of Congress that AmeriCorps programs should grow to reach 100,000 participants by 2012.



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Subtitle B – Service Learning

Elementary and Secondary Students: Establishes a “Summer of Service” program that would provide students who complete 100 hours of service a \$500 education award. In addition, it provides competitive grants for programs that promote civics and learning. H.R. 2857 also increases the cap that grantees can spend on administrative expenses from 5 percent to 6 percent.

**Note: During the mark-up, Senior Republican Buck McKeon (R-CA) offered an amendment that would lower the cap from 6 percent to 3 percent. The amendment was rejected by a vote of 25 to 16 along party lines.*

Higher Education: H.R. 2857 allows institutes of Higher Education to be used for programs that incorporate service learning as a part of health professions, criminal justice, public policy, and teacher education curricula. In addition, it provides special consideration of applications submitted by Historically Black Colleges and Universities, Hispanic Serving Institutions, and Tribal Colleges and Universities. H.R. 2857 requires institutions of higher education to meet the requirements for the Federal Work Study program to participate.

Innovative Service Learning Programs and Research: H.R. 2857 provides 3-year competitive grants that can be used to integrate service learning into science, technology, engineering, and mathematics curriculum in elementary, secondary and post-secondary institutions. In addition, grants can be provided to programs with a focus on energy conservation, emergency and disaster preparedness, emerging technologies for low-income communities, mentoring of middle school youth by high school youth, and research and evaluation on service learning.

Authorization Level: Authorizes \$65 million for fiscal year 2008 and such sums for subsequent years.

Subtitle C – National Service Trust Program

Grants to Federal Agencies: H.R. 2857 prohibits the Corporation from providing grants directly to other Federal agencies to operate national service organizations. In addition, it increases the amount of the grant allowed for administrative costs from 5 percent to 6 percent.

**Note: The amendment offered by Senior Republican McKeon also lowers the cap to 3 percent for this provision as well.*

Programs to Meet the Needs of Veterans: H.R. 2857 reserves 3 percent of funds appropriated to provide competitive grants to programs that recruit veterans into service opportunities, promote community-based efforts to meet the needs of the families of deployed soldiers and soldiers who have recently returned from a deployment.

Citizenship Training: H.R. 2857 requires the Corporation to establish requirements for grantees regarding the promotion of citizenship and civic engagement consistent with citizenship programs administered by the United States Customs and Immigration Service.

State Commission on National and Community Service: The bill increases the minimum and maximum amount for grants to assist states in establishing state commissions to \$200,000 and \$825,000. It requires states to provide matching funds dependent on the amount of the grant.

Authorization Level: \$324 million for fiscal year 2008, \$357 million for fiscal year 2009, \$397 million for fiscal year 2010, and such sums for fiscal years 2011 and 2012.

Subtitle D – National Service Trust and Provision of National Service Education Awards



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Limits on National Service Awards: H.R. 2857 allows individuals who meet the requirements to receive no more than two full-time National Service Educational Awards. The bill also states that the award will be \$4,825 for fiscal year 2008 and will increase by \$100 each year for the following five years.

Subtitle E – National Civilian Community Corps (NCCC)

Establishment of the NCCC Program: H.R. 2857 amends the NCCC, which is a program that authorizes the operation of and support for service programs that combine civilian service and military service practices to meet national and community needs, including natural disasters, infrastructure improvement, environmental stewardship, conservation, and urban and rural development.

**Note: The NCCC was included as a demonstration program in a law enacted in 1993, and H.R. 2857 reflects appropriations bills by making the program permanent. This residential, team-based service program has campuses in Perry Point, MD, Denver, CO, and Sacramento, CA. It accepts individuals from age 18 to 25 and requires them to make a ten month commitment.*

Authorization Level: \$25 million for fiscal year 2008 and such sums for subsequent years.

Subtitle F – Administrative Positions

Referrals to Federal Assistance Programs: H.R. 2857 prohibits grants to organizations for the purpose of referring individuals to Federal assistance programs of State assistance programs partially funded by the Federal Government.

Parental Involvement: The bill requires organizations that receive funds under this act to consult with the parents or legal guardians of the children in their programs. In addition, it requires the organization to receive parental permission before transporting children.

Subtitle G – Corporation for National and Community Service

Office of Outreach and Recruitment: H.R. 2857 establishes the Office of Outreach and Recruitment to increase public awareness of service opportunities available for individuals in the United States. It allows the Corporation to contract with a private business to carry out the marketing duties.

Veterans Programs: The bill requires the Corporation to conduct a study to identify areas of need for veterans and methods for utilizing veterans as resources and volunteers. It allows the Corporation to conduct a pilot program based on the findings in the report.

Innovative Program Support: This legislation authorizes the Corporation to provide grants to carry out programs focused on disadvantaged youth, learning and thinking skills, youth under the age of seventeen, health and wellness, and recidivism reduction.

Title II – Amendments to the Domestic Volunteer Service Act of 1973

Subtitle A – National Volunteer Antipoverty Programs

VISTA Program: H.R. 2857 expands the programs and projects to include work with the re-entry and re-integration of formerly incarcerated youth and adults into society, developing financial literacy programs, supporting before- and after- school programs for children in low-income communities, supporting community economic development initiatives, assisting veterans and their families, and addressing health and wellness of low-income and underserved communities.

VISTA Programs Repealed: The bill repeals the VISTA Literacy Corps, the University Year for Vista and Literacy Challenge Grants.

Subtitle B – National Senior Volunteer Corps



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Subtitle B changes the name of the program from the “National Senior Volunteer Corps” to the “National Senior Service Corps.”

Age Requirement: The National Senior Service Corps is made up of the Retired and Senior Volunteer Program, the Foster Grandparent Program, and the Senior Companion Program. The bill lowers the age to participate in these programs from age 60 to 55.

Competition: H.R. 2857 requires competitive re-evaluation programs under the Retired and Senior Volunteer Corps.

Authorization Level: Authorizes \$67.5 million for fiscal year 2008 for the National Senior Service Corps and such sums for fiscal years 2009-2012. It authorizes \$115 million for fiscal year 2008 and such sums for 2009-2012, and \$52 million for fiscal year 2008 and such sums for 2009-2012.

AMENDMENTS

(Below is the summary of the amendment that was made in order by the Rules Committee and may be offered on the floor of the House of Representatives)

- 1) Rep. McCarthy (D-NY): **Manager's Amendment.** Would make various technical changes and clarifications to H.R. 2857, the Generations Invigorating Volunteerism and Education (GIVE) Act. The amendment includes the following key changes: Makes various technical changes to Learn and Serve America (Subtitle B); Clarifies matching requirements of AmeriCorps State/National (Subtitle C); Strengthens Senior Corps by phasing in competition for the Retired Senior Volunteer Program (RSVP) by 2013 and creating incentive grants to encourage high performance among the Senior Corps programs with a priority for RSVP programs; and Provides New Service Initiatives including a new national service pilot program to support individuals seeking to do service for small, eligible entities and a Silver Scholarship program for individuals 55 years of age and older who perform 600 hours of service. Expands scope to include community colleges serving predominantly minority student populations. Gives priority to areas which the President has declared to be major disaster areas.
- 2) Rep. McKeon (R-CA): Would require the Corporation to establish priorities for programs funded under the national service laws for programs that recruit veterans into service opportunities, promote community-based efforts to meet the needs of military families while a family member is deployed, and promote community-based efforts to meet the needs of military families when a member of the family returns from a deployment. The amendment also would require the Corporation to annually report to Congress on the number and percentage of national service positions eligible for the education award that are filled by veterans, and to establish annual goals for increasing those numbers and percentages.
- 3) Reps. Matsui (D-CA)/Shays (R-CT): Would integrate two competitive funding streams and seek to improve collaboration between state and national entities.
- 4) Reps. McDermott (R-WA)/Farr (D-CA)/Shays(R-CT): Would establish a temporary Congressional Commission on Civic Service within the Legislative Branch. The Commission would be tasked with making recommendations to Congress about how to improve opportunities for public service.
- 5) Rep. English (R-PA): Would add a section at end of bill that it is the Sense of Congress that the Corporation for National and Community Service should make the maximum effort possible to coordinate the recruiting and assignment procedures of their various programs to allow senior



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FAX 202.226.0154

citizens and their grandchildren to share volunteer opportunities and/or be assigned to the same geographic areas during their period of service.

- 6) Rep. English (R-PA): Would add a section to bill that it is the Sense of Congress that the Corporation for National and Community Service should make the maximum effort possible to coordinate with the National Endowment for the Humanities to provide opportunities for young people enrolled in NACS programs to collect oral histories from senior citizens in the communities where they serve.
- 7) Rep. English (R-PA): Would require the Board of Directors of the Corporation for National and Community Service to coordinate with veterans' organizations serving veterans with disabilities to provide opportunities for young people enrolled in existing NACS programs to serve as drivers in the DAV Transportation Network on a full-time, part-time, or as-needed basis.
- 8) Rep. Sutton (D-OH): Would require the Corporation for National and Community Service to consider whether an area has a mortgage foreclosure rate greater than the national average when considering applications from States and other eligible entities.
- 9) Rep. Sutton (D-OH): Would require the Corporation for National and Community Service to conduct a study to identify specific areas of need for displaced workers and how existing programs and activities carried out under the national service laws can better serve displaced workers and communities affected by plant closings and job losses. The amendment also would require the Corporation to develop and carry out a pilot program based on the findings of the study.
- 10) Rep. Flake (R-AZ): Amendment would strike the "summer of service" grant program and reduce the authorized amount designated for the program.
- 11) Reps. Inslee (D-WA)/Sarbanes (D-MD): Would add an Energy Conservation Corps, which would seek to address the nation's energy and transportation infrastructure needs while providing work and service opportunities.

COST

The Congressional Budget Office estimates "that authorizations under H.R. 2857 would total \$6.2 billion over the 2008-2012 period for grants and other activities, including education awards for participants in national service activities. Assuming appropriation of the authorized and estimated amounts, CBO estimates that enactment of the bill would result in additional outlays of \$277 million in 2008 and \$4.1 billion over the 2008-2012 period. Enacting the bill would not affect direct spending or revenues." ([CBO Cost Estimate](#))

ADDITIONAL VIEWS

According to the Statement of Administration Policy for H.R. 2857, "the Administration supports House passage of H.R. 2857, which would reauthorize the national service programs administered by the Corporation for National and Community Service. The Administration appreciates that the bill includes provisions consistent with the President's principles for reauthorization to make these programs more effective and efficient, responsive to State and local needs, and performance-oriented." ([SAP for H.R. 2857](#))



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FAX 202.226.0154

STAFF CONTACT

For questions or further information contact Brianne Miller at (202) 226-2302.